

IN CONSIDERATION OF RESOLUTION NO. 26-5600

FOR THE PURPOSE OF AMENDING THREE I-5 ROSE QUARTER PROJECTS TO THE 2024-27
MTIP TO MEET FEDERAL PROJECT DELIVERY REQUIREMENTS

Date: July 6, 2026

Department: Planning, Development and
Research

Meeting Date: July 16, 2026

Prepared by: Gabriela Lopez, Planning,
Development and Research

Presenter: Gabriela Lopez, Planning,
Development and Research, Monica
Blanchard and David Kim, ODOT

Length: 60 minutes

ISSUE STATEMENT

The July FFY 2026 Metropolitan Transportation Improvement Program (MTIP) Formal Amendment #2 proposes the following programming changes:

- Amends the I-5 Rose Quarter Improvement Project
- Amends the I-5 Rose Quarter: Phase 1A project
- Amends the I-5 Rose Quarter: Broadway to Weidler Phase 1 project

Resolution No. 26-5600 authorizes the proposed MTIP Formal Amendment.

ACTION REQUESTED

Recommend approval of Resolution 26-5600 to amend three I-5 Rose Quarter projects, as stated within Exhibit A, to the 2024-27 MTIP to meet federal project delivery requirements

IDENTIFIED POLICY OUTCOMES

Advancement of the 2023 Regional Transportation Plan (RTP) investment priorities of equitable transportation, climate action and resilience, safe system, mobility options, and thriving economy.

POLICY QUESTION(S)

- Should JPACT and the Metro Council approve the resolution to move forward with proposed MTIP project amendments?

POLICY OPTIONS TO CONSIDER

The Joint Policy Advisory Committee on Transportation (JPACT) is scheduled to consider action to recommend approval of Resolution 26-5600 to the Metro Council on the morning of July 16, 2026.

Should JPACT recommend approval, the Metro Council is scheduled to consider action to adopt Resolution 26-5600 at its meeting on July 16, 2026.

- If the Metro Council adopts the resolution, the required programming actions will be completed for the three projects in the July FFY 2026 Formal Amendment #2.
- If the Metro Council does not adopt the resolution, the required programming actions will not be completed, the projects will not move forward with next steps, and the amendment will return to JPACT for further consideration.

STAFF RECOMMENDATIONS

Metro staff recommend approval of Resolution 26-5600.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

1. **Metro's Strategic Framework or Core Mission:** The 2024-2027 MTIP follows transportation policy established in the development of the 2023 RTP. Projects programmed in the MTIP must be consistent with the RTP to ensure federal requirements are met. Metro staff have confirmed that a complete build of the IBR program is included in the 2045 fiscally constrained model for the 2023 RTP.
2. **Metro's racial equity and climate action goals:** While the package of investments in the adopted 2024-27 MTIP make very slight progress towards the 2023 RTP goals, which include Equitable Transportation and Climate Action, the individual projects and programs within the MTIP are likely to make better progress to the local communities in which they are located.

Metro staff assessed how the Rose Quarter Improvement project advances the RTP investment priorities of Mobility Options, Thriving Economy, Safe System, Equitable Transportation, and Climate Action and Resilience. (See **Attachment 1: Staff memo on Rose Quarter Improvement Project Major Project Assessment**).

Model results for RTP Investment Priorities for addressing Equitable Transportation and Climate Action and Resilience show neutral or no significant change towards the desired outcome with one exception: model results show a positive trend towards completing active transportation infrastructure gaps with the full build of the I-5 Rose Quarter Improvement Project.

3. **Known Opposition/Support/Community Feedback:** Based on previous testimony, there are two known active lawsuits opposing the Rose Quarter project, one in State Court and one in Federal Court. The plaintiffs in these suits include:
 - No More Freeways
 - Neighbors for Clean Air
 - BikeLoud
 - AORTA (Association of Oregon Rail and Transit Advocates)

- Families for Safe Streets
- Eliot Neighborhood Association

The above groups are on record opposing either part or all of the I-5 Rose Quarter Improvement Project and do not support capacity/expansion changes to the Interstate and State Highway System.

Beginning June 1, 2026, Metro conducted a 30-day public comment period on the proposed MTIP formal amendment to conclude at 5 p.m. on July 1, 2026.

Metro received:

- Testimony from two attendees at the JPACT meeting on June 18, 2026
- Three written testimonies via email

Comments included concerns about the proposed delivery of the project not addressing community needs, concerns about challenges with freeway investments, and concerns on the Environmental Assessment completed for project.

A staff report that includes the emails and transcripts of the testimonies received are in **Exhibit B to Resolution 26-5600: Public Comment Period Summary**.

4. Legal Antecedents:

- Amends the 2024-27 Metropolitan Transportation Improvement Program adopted by Metro Council Resolution 23-5335 on July 20, 2023 (FOR THE PURPOSE OF ADOPTING THE 2024-2027 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM FOR THE PORTLAND METROPOLITAN AREA)
- Oregon Governor approval of the 2024-27 MTIP on September 13, 2023.
- 2024-2027 Statewide Transportation Improvement Program (STIP) Approval and 2024 Federal Planning Finding on September 25, 2023.

5. Anticipated Effects: Enables the projects to be amended in the MTIP, as well as the Statewide Transportation Improvement Program, or STIP, which is managed by the Oregon Department of Transportation. Follow-on fund obligation and expenditure actions can then occur to meet federal delivery requirements.

6. Financial Implications: The proposed amendments have no impact to the Metro budget.

BACKGROUND

The 2024-2027 MTIP is a program implementation tool. It includes an investment profile and performance analysis of the progress expected toward the 2023 RTP's regionally significant transportation investments. The MTIP must accurately maintain project information throughout the life of a project, from initial award/allocation to funding obligation and through all phases of project delivery. If a change emerges to a project's

scope, schedule or budget, the MTIP may need to be amended to reflect the change. As new federally funded and regionally significant projects emerge and are funded, the MTIP is amended to include the projects.

Amend Existing MTIP/STIP Programmed Projects:

Project Number: 1	Key Number: 19071	Status: Existing Project
Project Name:	I-5 Rose Quarter Improvement Project	
Lead Agency:	ODOT	
Description:	The Rose Quarter investment will help reduce congestion, improve safety and traffic operations, and support economic growth in the Portland Metro region with multi-modal improvements that include ramp-to-ramp (auxiliary) lanes, highway shoulders and cover, new overcrossing, I-5 southbound ramp relocation, new bike and pedestrian crossing, and improved bike and pedestrian facilities. This specific project will: provide additional funds to project development and right of way efforts of the Broadway-Weidler facility plan and the N/NE Quadrant; relocate utilities in the cover grant and stormwater areas; acquire permanent VMS signs and software early in the project to support movement of traffic during cover construction. Subsequent projects will advance other elements of the Rose Quarter effort.	
Funding Summary:	The project is currently programmed with a total funding of \$247,641,997. Project funding includes Advance Construction funds, Neighborhood Access and Equity (NAE) funds, National Highway Freight Performance (NHFP) funds, National Highway Performance Program (NHPP) funds, ODOT funds, and local funds.	
Added Notes:	The formal amendment includes the following programming changes: • Increase the Preliminary Engineering (PE) phase by \$3,000,000 of NHPP funds, moving funds from ODOT Key 23672 • Decrease Other (OT) phase by \$250,000, removing rescinded grant funds • Slip OT phase from FFY 2026 to 2027 Technical correction was completed to ensure consistency with identified STIP fund types. Total project increase from \$247,641,997 to \$250,391,997.	

Project Number: 2	Key Number: 23682	Status: Existing Project
Project Name:	I-5 Rose Quarter: Phase 1A	
Lead Agency:	ODOT	
Description:	Construct stormwater facilities for the east end of Fremont Bridge and ramps. Construct structural deck overlay, bridge rail upgrades and seismic retrofit on two bridges in the southern portion of the project area. PE completed in Key 19071.	
Funding Summary:	The project is currently programmed with a total funding of \$69,165,000 of Advance Construction funds with a State Match of \$5,835,000.	
Added Notes:	The formal amendment is to increase Construction (CN) phase by \$18,000,000 of Advance Construction funds, moving funds from ODOT Key 23672. The approved scope associated with these funds is planned to be delivered under ODOT Key 23682 to expedite work. Total project increase from \$75,000,000 to \$93,000,000.	

Project Number: 3	Key Number: 23672	Status: Existing Project
Project Name:	I-5 Rose Quarter: Broadway to Weidler Phase 1	
Lead Agency:	ODOT	
Description:	Replace 3 of the 5 aging bridges over I-5 by constructing the central portion of the highway cover from Broadway to the southern end and beyond Weidler, and the facilities to support it; as well as performing construction work necessary to make this cover work forward compatible with follow-on construction packages. Construct portion of NB & SB auxiliary lanes. This will provide greater connectivity for the lower Albina neighborhood. Preliminary design and right of way are programmed under project key 19071 I-5 Rose Quarter Improvement project.	
Funding Summary:	The project is currently programmed with a total funding of \$549,450,000. Project funding includes Advance Construction and NAE funds.	
Added Notes:	The formal amendment includes the following programming changes: • Change project name to I-5 Rose Quarter: Phase 1B • Change project description to: ○ On I-5 between the Fremont Bridge and the Burnside Bridge, widen the Holladay/Hassalo bridge structure, construct structural deck overlay, replace bridge and median rail, provide seismic retrofit, reconstruct adjacent retaining wall and embankment, upgrade signage, and reconstruct impacted local street and light rail facilities. Preliminary design and right of way are	

	programmed under project key 19071 I-5 Rose Quarter Improvement project. • Reduce CN phase by \$402,950,000. ○ Decrease of \$21,000,000 Advance Construction funds to be distributed to ODOT Keys 19071 and 23682, ○ Decrease of \$382,250,000 of rescinded USDOT Neighborhood Access and Equity grant funds ○ Add \$300,000 of Advance Construction funds. • Slip CN phase from FFY 2026 to 2027. Total project decrease from \$549,450,000 to \$146,500,000.
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Attachment 2: Project Fact Sheet: Construction Phases (April 2026) provides additional information about the scope of Phase 1A, Phase 1B, and Phase 1C.

METRO REQUIRED PROJECT AMENDMENT REVIEWS

In accordance with 23 CFR 450.316-328, Metro is responsible for reviewing and ensuring MTIP amendments comply with all federal programming requirements. Metro staff evaluate each project and its requested changes against multiple MTIP programming review factors that originate from 23 CFR 450.316-328. The evaluation process is designed to ensure the MTIP is fiscally constrained, consistent with the approved RTP, and provides transparency in its updates, changes, and/or implementation.

PROPOSED PROCESSING AND APPROVAL ACTIONS:

<u>Action</u>	<u>Target Date</u>
• TPAC agenda mailing.....	May 29, 2026
• Initiate the required public notification/comment process.....	June 1, 2026
• TPAC amendment overview – no action.....	June 5, 2026
• JPACT amendment overview ¹ – no action.....	June 18, 2026
• Metro Council amendment overview – no action	June 30, 2026
• Completion of public notification/comment process.....	July 1, 2026
• TPAC action	July 10, 2026
• JPACT action	July 16, 2026
• Metro Council action.....	July 16, 2026
• Final amendment package submission to ODOT & USDOT.....	Late July 2026
• USDOT clarification and final amendment approval.....	September 2026

Note: The above dates are anticipated and could change.

1. Information about the proposed amendment was included in the June 18, 2026 JPACT meeting packet. Due to insufficient time at the meeting, JPACT did not hear a staff presentation. However, JPACT members received an email with a link to the recording of the staff presentation at the June 30, 2026, Metro Council meeting to review in advance of the vote at the July JPACT meeting. The [YouTube livestream clip](#) begins at 2:13:44 and ends at 2:54:30.

ATTACHMENTS

1. Metro staff memo on Rose Quarter Improvement Project Major Project Assessment
2. Project Fact Sheet: Construction Phases (April 2026)